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ABSTRACT

Cities In Schools (CIS) is a program that integrates the delivery of social and educational services to inner city families in Atlanta, Indianapolis, Houston, Washington, New York, and Oakland. It is the contention of CIS that the problems of urban youth are attributable not to a lack of resources but to the manner in which services are delivered. CIS combats this by integrating and personalizing a wide range of social and educational services, employing the school as a focal point for their delivery. Although the CIS model varies from city to city, the project in Oakland, California, serves to illustrate the general approach. In 1978, after negotiation with the Superintendent of Public Schools, a task force was assembled to direct the implementation effort. Elementary, junior high, and high schools were identified as feeder schools, which now provide students for the project. The students are divided into "family" units, each of which has a teacher, one or two youth coordinators, and a staff representative from local (public or private) social service agencies. Funds for the project come from both private and governmental sectors. (WP)

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THE PROGRAM

Cities In School (CIS) is a program to integrate the delivery of social and educational services to inner city families. It is currently operating in Atlanta, Indianapolis, Houston, Washington, D.C., New York City, and Oakland, California.

The Problem

The problem that Cities In School (CIS) addresses is familiar. Despite all the programs, all the money, and all the people that have been aimed at the welfare of inner-city youth, the great majority of these youngsters are apparently remaining stuck in the no-skill/unemployment/welfare cycle that they have grown up with. The success stories are about individuals; the failures are about the population as a whole.

CIS argues that the reason for failure is not a lack of resources, but the way they are delivered. Two structural features of the present system neutralize the impact that we should be able to expect.

First, the existing system duplicates some services and neglects others. The client is not treated as a whole person, but as a bundle of discreet problems to be addressed in isolation. But a teenager living in poverty, without one or both parents, failing school, possibly pregnant, thinking about dropping out, needs help with several interrelated and interdependent problems. Treating them separately, as the traditional system does, is seldom effective.

Another fundamental barrier, inherent in the current service delivery system as CIS views it, is access to the people who need the services. In the existing system, the initiative rests to an unreasonable degree with the recipient. He or she must recognize the problem, learn about the service, find out where it can be obtained, travel to an unfamiliar place to seek help from strangers, and then, too often, have to deal with an indifferent or obstructive bureaucrat. For many people who need the service, the option of doing nothing is simply much easier to take.

The fragmentation and inaccessibility of the current social service delivery system lead in CIS's viewpoint to four major failures:

- Lack of coordination (the client is unable to get comprehensive needs met in one place);

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- Lack of personalism (the client is constantly meeting new people and is unable to build relationships);

- Lack of accountability (no one is held responsible for failure or rewarded for success);

- Lack of morale (both client and staff get discouraged by lack of results).

The Rationale

Given this perception of the problem, CIS has taken as its objective to see that the services are placed together, brought to the client, integrated to deal with the client as a whole person, and put on a personal level based on a primary one-to-one relationship.

Integration of services is not a new objective. There are, however, two distinguishing features of the Cities In School program: the use of the school as the focal point for service delivery and the breadth of services that are combined.

The idea of the school as delivery point is based on the belief that the inner city school is the one place where large numbers of the people most in need of services can be found regularly in a setting conducive to the development of the holistic relationship that is required. The clientele is there. The place is familiar to them. The service providers come to the clients rather than the other way around. The school provides a natural entree into the community. Through the primary client (one of the school's students), the service team can also reach out to the family and the neighborhood.

The variety of agencies involved in Cities In School goes far beyond most service integration programs. Not only does CIS involve social service staff directly with school teachers, but the program also integrates personnel from such diverse agencies as DHR (Department of Human Resources), Police Department, Parks and Recreation Department, Boys' Club, Girl Scouts, and many others.

The Model

The building block of the Cities In School approach (at least in its pure form) is the "Family" divided into "Caseloads" - forty

students in four groups of ten supported by four full-time project staff in addition to the regular teacher.*

Youth Coordinator

Has overall responsibility for the functioning of the group as a "Family";

Programmatic Specialist

Responsible for planning special in-school programs and out-of-school trips, leisure-time and recreational activities;

Social Service Worker

Responsible for seeing that individual needs are met for agency services, counselling, legal help;

Supportive Educator

Responsible for remedial education services.

Each person on a Cities In School team plays two roles. First he or she is the link for the entire group to his or her agency's services. Second, he or she also has a Caseload of approximately ten students.

The Caseload is the ultimate level of accountability in a Cities In School project. For these ten students and their families, the staff person is supposed to be the link with the resources of the social service delivery system - as well as advisor, referee, or confidant as needed.

In school, the Caseload manager is to work with the student, the school teachers, and other CIS staff, to determine a student's needs and arrange for them to be met by tutoring, counselling, medical care, welfare services, or legal advice as appropriate. Out of school, staff members are to sustain and further personalize the relationship with their Caseload students. This can mean a planned activity, a home visit, or just sitting down for a rap session. For many students, going to the movies or bowling alley as a group helps build the sense of belonging that is basic to the "Family" concept. Outings are seen as important because they foster personal relationships, increase selfconfidence and experience, and give students new ideas for constructive use of their leisure time.

*Nomenclature varies among sites-we will call the 40-person unit a Family (capitalized to distinguish it from an ordinary family) and the ten-person subgroup a Caseload.

Variations on the Theme

In actual implementation, the model varies substantially from one setting to the next. The Family structure, as described above, is most clearly seen on the high school level, particularly at Arsenal Tech in Indianapolis, Julia Richman in New York, and two public high schools in Atlanta.

In each of the cities, Cities in School began with high school age students and has expanded downward to the junior high and elementary levels. The focus of the effort and the activities have of necessity been somewhat different with the younger children. Because Cities In School is just starting in the elementary schools this year, the program at that level is still in a developmental stage.

Cities In Schools has also spilled over into activities beyond those included in the basic Family structure. At Tech High School in Indianapolis, a broad range of other programs involving the cafeteria, Dean's Office, Nurse's Office, Guidance Center, Counselor's Office, and Learning Resource Center are carried on by Cities In School staff under the name of Plan B. Cities In School runs a Tardy Court and Guidance Learning Center (in-house suspension) at Arlington and Attucks High Schools in Indianapolis but there is no Family program.

The Street Academies in Atlanta are organized differently from the larger high schools. Because the total enrollment of each academy averages only 100 students, they tend to function as one large group. Each teacher and social service specialist has a Caseload of ten students but the groups are less formal than in the public school setting.

Oakland

1. Steps Taken: In March of 1978, Cities In Schools personnel began conversations with the Superintendent of Oakland Public Schools, Dr. Ruth Love; the result was an agreement on implementing the CIS program in the city of Oakland. Agreement and cooperation was subsequently gained from Oakland Mayor, Lionel Wilson.

   A Task Force was assembled to direct the effort. The Task Force was comprised of:

   Director of State and Federal Funding-OPS, Chairman
   Director of Community Relations-OPS
   Area B Superintendent-OPS
   Area A Superintendent-OPS
   Principal, Fremont High School

Principal, Hamilton Junior High School
Principal, Melrose Elementary School
Mayor's Office of Manpower, Director-Youth Division
IDC's Western Region Director

Three feeder-schools, an elementary, junior high and high school were identified for implementation on a staggered schedule, with Hamilton Junior High to be the first to start during the Fall semester of 1978.

In May of 1978, a sub-Task Force was created at Hamilton Junior High School to prepare for the implementation of the CIS project. The Task Force, comprised of eleven staff, a parent and a student, includes the principal, vice principal, school psychologist, a counselor and teachers. Four teachers have been selected for the project and are preparing curriculum. A Project Director for Hamilton's CIS project has been recruited and selected by the Hamilton Task Force in cooperation with IDC's Western Region Director.

The primary purpose of these Task Forces has been to establish internal ownership of the CIS project. These Task Forces have had the responsibility of applying CIS principles to Oakland needs, in particular, to adapt them to the needs of Hamilton Junior High School.

2. Plan for Implementation: The target date for implementation of the CIS project for Hamilton is the first day of the second marking period of the Fall semester, November 20, 1978.

   A Project Director for Hamilton's CIS project has been recruited and selected by the Hamilton Task Force in cooperation with IDC's Western Region Director.

3. Basic Design: The basic design of the CIS project for Hamilton Junior High School will utilize the following components:

   One Hundred Twenty (120) will be selected based on criteria including:

   a. academic underachievement
   b. disruptive behavior
   c. sporadic attendance

   These students will be divided into smaller units of forty (40). These units will be identified as "Families." Each unit will have one (1) OPS, Hamilton teacher assigned. The teachers will teach core subjects including math,

reading, English and social studies. In addition, a remedial teacher will be hired to assist in providing instruction for students who need more individualized assistance.

Each family unit will be staffed by three (3) or four (4) public and/or private agency staff representatives. These agency staff representatives will provide linkage of services between their agencies, the student, and the student's family. Also, the staff representatives will have an individualized case load of 1-10 or 1-13.

The CIS project will be administered by the on-site Project Director who will be equally responsible to the Principal and to IDC's CIS City Director. The Project Director will work in conjunction with the school Task Force to develop, implement, maintain and evaluate the Task Force.

Each unit will be administered by a unit or family coordinator who will be selected from the agency representatives assigned to the project. Three (3) unit coordinators and a curriculum coordinator (selected from the assigned teachers) will comprise a management team led by the Project Director. The management team will be responsible for daily implementation, reporting systems, and accountability procedures.

Each family unit will be comprised of:

a. 40 students
b. 1 teacher-OPS
c. 1 and/or 2 youth coordinators assigned from agencies and/or community organizations
d. 1 social services agency representative

4. Linkages: IDC's CIS City Director (identified also as facilitator) is working with IDC's Western Regional Director to negotiate with public and private agencies and institutions to participate directly or indirectly with the Oakland CIS project. The following represent public and private agencies that have been or are being contacted for involvement in the CIS project:

a. <u>Public</u>

(1) Mayor's Office. Toni Adams, Administrative Assistant to the Mayor, is working with the CIS project. Contacts are being made through that office to negotiate with:

Department of Parks and Recreation
Social Services
Youth Services and Community Relations - Divisions of the Police Department
Office of Community Development
Office of Manpower

(2) County Administrator's Office. Mr. Mel Hing has assigned Mr. Jim Vivrette, Administrative Analyst to work with the CIS staff to identify, and when needed to assist in liaison, with county resources.

(3) County Agencies:

Department of Health
Department of Public Social Services
Probation Department

(4) County Supervisors. Chairman Charles Santana has committed his support to the CIS project. All the Supervisors have been contacted and informed.

(5) Criminal Justice Planning Board.

(6) Oakland Public Schools. The school system has made available space, administrative assistance and technical advice, teachers, Task Force member participation.

(7) Governor Brown's Office. Mr. Charles Baldwin, Director of Volunteerism, assisted the CIS project in developing contact with the National Guard project in Oakland, and the Oakland Volunteer program.

b. Private

(1) Bay Area United Way
(2) Manzanita YMCA
(3) Oakland Community Counseling
(4) Interagency Collaboration Effort (ICE)
(5) Program to Assist Employment (PAE)

Cities In Schools project for Oakland has several goals:

1. To integrate existing human (social) and educational services through accountable management structures for the purpose of providing more effective delivery of services.

While the development of this integration system takes place within the school system, the purpose goes beyond

the student and provides effective delivery to the parents.

The indirect impact of the project will be measured with students who participate in the CIS project. These measurements will include:

* Attendance
* Academic Achievement
* Behavior

2. To illustrate that integration of services is both a more effective means by which to deliver services, providing measurable change for the client, and is a more effective utilization of existing resources and thus more cost effective.

3. To institutionalize the integration of services through existing administrative policy or through new legislative policy.

4. To provide a more comprehensive resource environment for disadvantaged youth and their families enabling them to participate more fully in the economic/political arena.

Funding

As the preceding description suggests, the financial and organizational networks for the Cities In Schools program are complex. On the Federal level, The Office of Education, Department of Health, Education and Welfare, has obligated $209,000 to Cities In Schools for the Oakland project for FY '79. The federal support is coordinated by an Interagency Working Group at the White House. In addition, NIE and HUD have obligated funds for evaluation.

Some of the state and local organizations invest in Cities In Schools by in-kind contributions (staff release) or direct funding. In other cases, staff are assigned by the agency but are paid by the project's federal or state funds. Both Atlanta and Indianapolis have Title XX monies and in Indianapolis CETA funds pay for 100 staff positions. The private sector is also involved, particularly in Indianapolis, where Lilly Endowment has been an active supporter of the project since the beginnirg.

November 1978